

City of Winslow
General Plan

Adopted June 25, 2002

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The Winslow General Plan was prepared through continuous effort by the General Plan Steering Committee, input provided by its citizens at workshops, the Planning and Zoning Commission, City Council and City staff. The General Plan was officially adopted by Council on June 25, 2002.

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INTRODUCTION

The City of Winslow is committed to a comprehensive community planning approach. Significant progress in civic renewal during recent years -- infrastructure, municipal systems capacity, appearance improvements -- indicates both desire and ability to accommodate growth. This General Plan Update records citizens' aspirations for the future with directions for attaining them.

Arizona's "Growing Smarter" and "Growing Smarter Plus" legislation, effective in 1998 and 2000, respectively, establishes new criteria for planning by local governments. The process now requires, for instance, an adopted public involvement program; and, for municipalities over 10,000 population growing at a rate of two percent or more annually, submitting the adopted General Plan to the voters for approval.

Statutes also specify ways that General Plans must be maintained -- providing guidance for Major Plan Amendments and mandating comprehensive updates at least every ten years. In addition, all but the smallest communities must now address the five Growing Smarter/Plus Elements: Environmental Planning, Open Space, Growth Areas, Costs of Development and Water Resources.

Winslow's citizen-driven Plan is intended to comply with all statutory requirements, many of which had been started by the City on its own initiative. More importantly, its principles add momentum to the spirit of community excellence that is supported by local residents and businesspeople. There is pride in history, tradition and character. There is also enthusiasm for creative changes that may increase economic opportunity and enhance living quality in the City.

The General Plan is made up of three principal sections: Introduction, Plan Elements and Implementation Program. Prefatory observations cover the Plan's broad aims and underscore the importance of its consistency with public preferences and values. There is also information regarding ways the document may be used to protect and preserve community assets or to propose new developments that respond to the General Plan goals, objectives and policies.



A. WINSLOW VISION

A mission statement for the General Plan, "Winslow Planning Vision", was defined by public participants in the planning process. Attributes and actions stressed by citizens were recorded as follows:

WINSLOW PLANNING VISION

WINSLOW emphasizes safe, relaxed wholesome living quality with a family orientation that thrives on cultural diversity, preservation of the distinctive regional heritage and appreciation for the natural environment. The City is recognized for progressive management, sound infrastructure and efficient stewardship of resources.

WINSLOW strives for educational excellence, broader-based employment, expanded health care and balanced housing opportunity. Economic development results from well-planned growth with a sense of artistry that attracts a variety of business and residents ranging from young families to active retirees.

WINSLOW takes pride in welcoming visitors to enjoy its good climate with four seasons and clean air, its rich Native American, Hispanic and western traditions, its wealth of leisure family activities and attractions that include day trips into the Four Corners area, browsing through the walkable, historic Downtown, enjoying local arts and festivals, unique recreational opportunities that range from sports tournaments to world class rock-climbing. The future City honors its role in the nation's progress along the railroads, airways and Route 66 toward the foundation of an inclusive, friendly and sustainable community.

B. CITIZEN PARTICIPATION PROCESS

City Council's Public Involvement Program resolution outlined a variety of meetings and communications that kept persons of all ages and interests informed about their evolving General Plan. A citizen steering committee reviewed draft documents and advised planning consultants about existing conditions in Winslow.

City-wide workshops were conducted to obtain input. Three such events, held at Girl Scout House, were: Visioning Workshop, November 28, 2001; Plan Alternatives



Workshop, March 6, 2002, and an Implementation Program briefing on April 10, 2002. These events were followed by the General Plan Preview on May 15, 2002 and the May 16th General Plan Hearing hosted by the Planning and Zoning Commission. City Council's hearing for consideration of Plan adoption, with public testimony and input from reviewing agencies, took place on June 25, 2002.

The City of Winslow General Plan incorporates procedures for continuing citizens' participation in the community's growth management. An informed, involved public is regarded as the Plan's greatest asset and strongest support for achieving its objectives.

C. HOW TO USE THIS PLAN

The Winslow General Plan is a **general**, long range, comprehensive expression of future vision for the City. The Plan provides specific focus through the statement of goals and objectives to guide public and private decisions relating to growth and development in the greater planning area.

The General Plan provides guidance to citizens regarding the physical development of the community, while giving property owners and developers a clear indication of the community's expectations affecting physical development. The Plan is a guide from City Council to city administration, the Planning and Zoning Commission and the private sector regarding how resources, such as the Capital Improvement Program and the annual city budget, are to be applied for municipal progress.

The General Plan is organized in three parts: *I. Introduction*; *II. Plan Elements*; and *III. Implementation Program*. As a basic reference to municipal development policy, the document first offers an overview for users of the General Plan that states where the City is headed and how members of the community can help to achieve its aims. Then the principal subject components, or Elements, are summarized in terms of existing conditions as well as desired goals and objectives. Implementation actions suggest a step-by-step process through which the General Plan can accomplish the purposes established by Winslow citizens.



The General Plan is comprehensive, providing coordination for all of the interrelated functions of the City of Winslow and affecting all areas of the City and its municipal planning area.

To clarify the role of the General Plan:

The General Plan is:

- A tool for education and communication
- More than a land use map
- An expression of participating citizens' preferences
- A statement of City growth management policy
- A guide to public and private decision making
- A long-term perspective for municipal progress
- A blueprint to improve residents' quality of life
- A legal requirement under Arizona State Law

*The General Plan is **not**:*

- A zoning map, although it sets general land use parameters
- A tool to promote special interests
- An unchangeable document
- A detailed policy for specific properties or areas
- A capital improvement program

The General Plan is intended as a guide. It summarizes the purpose of planning in this community, the publicly expressed vision for future Winslow and the seven General Plan Elements. All Elements are interrelated and are intended to be considered together in public and private decision-making. The Plan indicates possibilities, it should not create false expectations -- achieving Goals requests community-wide support. Users are strongly urged not to rely on select, excerpted statements; but, rather, are encouraged to consider all of the Plan's subject matter as a whole.

Winslow welcomes users of this General Plan document, and our City staff stands ready to assist in any way possible. Inquiries regarding the General Plan should be made to the City of Winslow Planning Department, 21 Williamson Avenue, Winslow AZ 86047, phone (928) 289-3204.



D. PLANNING ASSUMPTIONS

The General Plan includes many recommendations; much analysis of current and forecast conditions. There are a few fundamental understandings, planning assumptions, that assist in organizing Winslow's General Plan principles. City development policies coincide with the basic directions. Future specific plans for targeted locations (such as Growth Areas or annexations) and for particular City functions (as in masterplans for streets, wet utilities, parks and recreation) may be developed to help put these assumptions into practice. (See: E-2 Plan Administration)

Five fundamental "givens" derived from community input. These assumptions are supported by the City of Winslow Citizen Survey 2001; the City Council/Management Team Strategic Planning Retreat, 2002; and citizen participation at General Plan Workshops, 2001-02.

1. Planning responds to citizen preferences.

Friendly, secure, small town atmosphere is highly valued by Winslow residents. Quality of life has been maintained, according to a majority of citizen survey respondents; however, the General Plan establishes goals for improvements ranging from job development to increasing "youth activities, entertainment, shopping and recreation".

2. Housing variety and quality is key to successful growth.

Attractive residential opportunities, especially new homes for the "move up" market are a high priority for community sustainability. Job creation and economic development depend on improvement to Winslow's housing stock, encouraging people who work here to live in the City. A vital homebuilding market is seen, also, as addressing shelter affordability issues for low- and moderate-income households.



3. Water stewardship exemplifies the City's preparedness planning.

Winslow's acquisition of future water supplies positions the municipality to accommodate future development. Resources at Clear Creek are secured. Plans and financing strategies are in place to treat and distribute water available to the City.

4. Economic development initiatives react to Winslow's need for increased revenues.

To strengthen the local economic base, the City seeks ways for increasing sales tax revenues as well as adding to the employment population base.

5. Community image enhancements, particularly visual improvements, encourage quality growth.

Voluntary clean-up programs, code enforcement, gateway improvements, design guidelines and low-water use landscaping contribute to a positive community appearance.

E. PLAN ADMINISTRATION

The purpose of this section is to provide administrative direction, criteria and procedures for compliance with State Statutes, including Growing Smarter/Plus legislation, and a guide for consistency with local development codes. Further direction is provided for General Plan monitoring, amendment and updating in the Winslow Zoning Ordinance.

1. General Plan Adoption

In accordance with Arizona Revised Statutes (9-461.06-J), the Winslow General Plan is effective for up to ten years. The General Plan can be updated or at the discretion of the City; however, it must be reviewed and readopted at least every ten years. As conditions change (including demographic shifts, expansions to the planning area, or the emergence of new economic trends), the General Plan will require a comprehensive update.



The process of General Plan adoption entails three key steps. The Plan is provided, for a review period of at least 60 days, to outside agencies including neighboring municipalities, the County, Northern Arizona Council of Governments, and the State Department of Commerce. The Planning and Zoning Commission reviews the General Plan at a public hearing and citizen review sessions. Third, the Winslow City Council also holds a public hearing for final public comment and consideration of General Plan adoption.

2. Relationship to Other Plans

Functional plans, such as the Parks and Recreation Plan, or plans specific to designated sub-areas of the City, add detail to the broad goals and objectives of the General Plan. These interrelated plans are adopted by reference into the General Plan.

The General Plan provides comprehensive direction across seven Plan Elements. Other, detailed adopted "Plans" (e.g., Area Plans, Specific Plans, Neighborhood Plans) are meant to be consistent with the General Plan providing more detailed planning particulars for individual geographic areas or municipal functions.

All adopted Plans are intended to integrate with the General Plan. Where greater specificity is provided in the General Plan, those directions prevail -- and will be followed in implementing the City's adopted Plans. If detailed, specific plans are found to be clearly inconsistent with the goals, objectives, recommendations or provisions of the General Plan, the General Plan guidance will be followed and the more specific planning document will be amended or updated to resolve any inconsistencies.

3. Annual General Plan Report

The Planning Department is responsible for compiling an annual report monitoring the status of the General Plan for Planning and Zoning Commission approval. The analysis evaluates the continuing validity of the goals and objectives and provides a progress statement on the incremental achievement of



the Implementation Program. Problem areas or suggested updates should be noted for attention.

The Planning and Zoning Commission actively participates in the review of the General Plan. (See: Implementation Program). The Commission should provide recommendations to the Department and City officials on suggested Plan refinements. Upon Commission review of the annual report, it is forwarded for City Council acceptance.



GENERAL PLAN ELEMENTS

Comprehensive municipal planning covers many related subjects that describe the community's physical make-up. Private lands with homes and businesses, roads, utilities, schools, parks and other public or private facilities, as well as natural resources, combine to form the City and its greater planning area. Elements in the General Plan address these aspects that are responsible for Winslow's growth to date and that will help to shape its future development.

Winslow's history is rich in multi-cultural tradition and support to the opening of the American West via transportation systems -- air, highway and rail -- that put the City on the map. Residents wish to preserve community character, as the same time undertaking progressive change to improve living quality. Accomplishing the Winslow planning vision depends on balancing resources with needs among all of the General Plan Elements.

Seven basic components are addressed as General Plan Elements. They are: Land Use and Transportation (referred to as the Circulation Element); and five topics called for under Arizona's "Growing Smarter/Plus" planning laws -- Open Space, Growth Areas, Environmental Planning, Costs of Development and Water Resources.

Each Element begins with a purpose statement that is followed by an assessment of its current conditions. Citizens' evaluations regarding future needs are summarized in a section that organizes the Element's goals and objectives with recommended directions for action-oriented municipal policies.

Together, Winslow's General Plan Elements constitute a policy framework for community development. Element goals and objectives are meant to be interpreted with flexibility, but their recommendations are intended to be pursued vigorously.



LAND USE ELEMENT

The Land Use Element of the Winslow General Plan is intended to act as the primary guide as to the location and intensity of development in the City. The Element also defines how Winslow should grow in relation to the surrounding natural environment. In addition, the configuration of land use types (residential, commercial, industrial, mixed use, public uses and open space) is critical to the success of the General Plan as an integrated whole. The Land Use Element forms the framework around which all other General Plan Elements are arrayed. The Open Space and Environmental Planning Elements have a particularly close relationship to this Element in the Winslow context.

Winslow is known as a City emphasizing a safe, wholesome quality of life with a family orientation that honors the area's cultural diversity. The efficient stewardship of resources, progressive management and the construction and maintenance of quality infrastructure are Winslow hallmarks.

The community's evolution from settlement to modern municipality is due, in large part, to the influence of transportation modes and corridors. Prehistoric native tribes used Sunset Pass near Winslow as a portal connecting mesa villages with forests to the southwest. Early settlers found a crossing of the Little Colorado River near Winslow. This crossing became a focus for regional trails and roads.

In 1881, the Atlantic and Pacific Railroads established Winslow as a stop along their tracks through northern Arizona. This alignment had been surveyed as a road earlier in the century by Lieutenant Edward Beale. Beale's road served as an organizing path for the railroad and later became Route 66.

Winslow was incorporated in 1900. The Fred Harvey organization had established their Harvey House as a major destination for travelers to the Painted Desert and other northeast Arizona attractions between 1910 and 1920. In 1930, La Posada, one of the finest railroad hotels in the country, opened -- becoming the jewel in Fred Harvey's crown. Soon, the hotel was serving the



elite in all fields of American life from Presidents and movie stars to well-known scientists and authors.

In the 1930s, the other major determinant of Winslow's form was tied to the rise of automobile travel. Winslow became a major stop for cross-country travelers on Route 66, arguably the most famous highway in America. Also, air travel played a large part in the life of Winslow, from the early 1930s to the early 1950s, when it was a stop on the major air route crossing the country for TransWorld Airlines.

Later, with the construction of Interstate 40, Route 66 was bypassed with negative effects on Downtown. However, Winslow retains its place as a major traveler-serving center along a national transportation corridor in sparsely population northern Arizona. Arizona Highway 87 connects with Interstate 40 in Winslow, linking the City with communities along the Mogollon Rim such as Strawberry, Pine and Payson.

Winslow's population of 9,520 persons is housed in 3,198 dwelling units (2000 Census). The population of Winslow in 1990 was 9,095. Its balanced ethnicity includes 28.8 percent Hispanic, 23.5 percent Native American and 5.2 percent Black. The increase of 425 residents over ten years represents a growth rate of 4.46%. The City had a population growth rate of 12.9% over the prior decade (1980-1990).

Winslow's municipal planning area extends beyond the City limits. Of particular note is the Hopi Tribe acquisition of surrounding lands, known as Hopi Three Canyon Ranch, resulting from an agreement with the United States Government in 1995 and ratified by the Navajo-Hopi Land Dispute Settlement Act, Public Law 104-301, October 11, 1996.

Under the Act, the Hopi Tribe has the right to acquire up to 500,000 acres of new land, of which approximately 450,000 (90%) has been designated. Acquired property includes Arizona State Trust, Bureau of Land Management and Forest Service holdings as well as private, deeded acreage. Three major land accumulations are: Aja Ranch beginning at the Navajo/Coconino County line five miles southeast of Winslow; Chauncey Ranch, including Clear Creek Ranch,



five miles southwest of Winslow, abutting Aja Ranch; and Hart Ranch, approximately 15 miles west of the City along Interstate 40.

A. CURRENT LAND USE

The current corporate boundaries of Winslow define a municipal area of about 12.5 square miles. The greater planning area -- extending approximately five miles beyond the City limits -- is largely flat with a gradual slope towards the course of the Little Colorado River. There are vistas to hills and mesas to the north and south of the City.

The community has developed in a lineal land use pattern parallel to the railroad and highway. Winslow's historic center contains the City's original Downtown business district and residential neighborhoods, laid out in a compact grid pattern typical of Arizona towns of the late 19th-early 20th century. Interstate 40, bowing to the north of the original townsite, fostered development activity around each of the three Winslow interchanges. Winslow serves the needs of its residents as well as providing shopping and services for nearby Native American communities and interstate travelers.

Residential

Of the 2000 Census 3,198 dwelling unit count, 2,759 units are occupied (86.1%). There are 471 assisted housing units according to the Arizona Department of Commerce. Central Winslow districts contain the oldest housing stock. Most of the dwellings were constructed more than fifty years ago on smaller lots. Many homes are built on two lots, of the original 25 foot wide lots in some downtown areas, reflecting the central City's compact physical organization.

The majority of the residences in these core neighborhoods are in adequate to good condition from a visual perspective. There small-scale infill opportunities on existing vacant lots, with some possibilities for land assembly of underutilized or abandoned commercial properties to create new residential developments.



The northern parts of Winslow contain newer single family housing in subdivisions (e.g., Winslow Plaza, Winslow Heights, Desert View). There are pockets of dwelling units with visual and/or structural deficiencies throughout the City.

Commercial

Business establishments in Winslow are also grouped in two primary areas: Downtown, along historic transportation corridors, and in proximity to Interstate 40, primarily at the North Park Drive interchange.

The Downtown contains smaller, business establishments (shops, restaurants and offices). A significant inventory of vacant commercial buildings is an asset for reviving Downtown. The continuing movement to revitalize the traditional core area with new or expanded business includes: La Posada, Seattle Grind, Whistle Stop, and the old theater undergoing renovation.

The freeway-oriented commercial serves the newer subdivisions and travelers with restaurant, retail (e.g., grocery stores, WalMart), lodging and auto/truck service uses.

Industrial

Winslow's prime area devoted to industrial uses is oriented around the municipal airport industrial park. There are smaller industrial areas between Route 66 and the railroad west of Downtown and north of Interstate 40 bounded by City limits on the east and a drainage channel in rough alignment with Oak Road on the north.

Public Facilities

Winslow residents are served by a full complement of public facilities, including a regional park and five community parks. Facilities range in size from McHood Park at Clear Creek (approximately 327 acres) to Father Seramur and Triangle Parks (less than 1/2 acre). (See: Open Space Element)



Winslow's cultural facilities include two museums, a theater in process of renovation and an Arizona State Park in close proximity to the City. The Old Trails Museum, 212 North Kinsley, and the Hubbell Building, 523 West Second Street, serve as resources regarding the history of settlement activity and Native American history and crafts. The Rialto Theater, at 115 North Kinsley, is an old movie theater being restored for cinema and theatrical productions. It is scheduled to re-open with a film festival in October, 2002. The historic home at 212 West First Street is being restored. It will become the Canyon Rose Quilt Company. Homolovi Ruins State Park, on North Highway 87, reflects area history and archaeology.

Educational facilities in Winslow include Northland Pioneer College at the post-secondary level. The City's population is served by one high school, Winslow High, and the Winslow Junior High School. There are three elementary schools for area students (Washington School, Jefferson School and Bonnie Brennan School). In addition, Northern Arizona Academy for Career Development, a charter school for grades 9 through 12, has a campus in Winslow and is accredited by the North Central Association.

The medical needs of Winslow residents are provided for by Winslow Memorial Hospital and five medical clinics: North Country Community Health Center, Winslow Medical Clinic, Winslow Memorial Hospital Physician's Clinic, Winslow Indian Health Services and Lee Medical Clinic.

A new Winslow Public Library is planned to expand the City's services and collections of more than 30,000 volumes that have outgrown the 9,500 square foot library building. Winslow public facilities also include police, fire and emergency medical services as well as the municipal airport.

LAND USE CATEGORIES

The Future Land Use map of the Winslow General Plan (See page 19) designates locations for ten land use categories.



- ❖ *Rural Residential:* The Rural Residential designation allows development of residences on large lots of various sizes. This category occurs in municipal edge locations, areas outside the City limits or other locations where more intense residential development is not contemplated. The attractions of country living with proximity to City facilities and services are combined in this residential use type. The allowable density range is 0 to 2 dwelling units per acre. (0-2d.u./ac.)
- ❖ *Low Density Residential:* The Low Density Residential classification provides for more compact development and accommodates planned residential communities with accompanying amenities such as schools, public facilities, churches, parks, some neighborhood-serving commercial and open space. This category is more closely linked with activity centers and Downtown. The density range is 2-6 dwelling units per acre. (2-6 d.u./ac.)
- ❖ *Medium Density Residential:* The Medium Density Residential category provides for smaller single family detached and/or attached dwelling units and cluster development which could include larger open spaces with potential recreational opportunities. This category occurs in close proximity to commercial uses and major streets or highways. The density range is 6 to 12 dwelling units per acre. (6-12 d.u./ac.)
- ❖ *Multi-Family Residential:* The Multi-Family Residential classification allows the most intense residential uses, including condominiums, apartments and townhouses on single or multiple floors. The compact development assumes on-property open space and/or common residential facilities (e.g., fitness centers, meeting rooms). This category occurs in close proximity to Downtown and commercial nodes. The range of density is 12 or more dwelling units per acre. (12+ d.u./ac.)
- ❖ *Commercial:* The Commercial category provides for the continuation of existing or development of new commercial properties. Commercial uses are expected to be compatible with adjacent neighborhoods, public facilities and open space. Commercial development or re-use should utilize site and building design techniques that present a



positive, attractive appearance to residents and visitors. This category occurs Downtown, along highway corridors and at arterial roadway intersections.

- ❖ *Mixed Use:* The Mixed Use category provides for commercial, office and public uses with associated residential dwellings which may include apartment and condominium units. Mixed use is most appropriate in or near Downtown or in combination with other housing types where appropriate. The category is intended to foster a high level of use interactivity to encourage a positive, pedestrian-scaled urban experience with related amenities.
- ❖ *Industrial:* The Industrial category provides areas for the continuation of existing and development of light industrial uses with associated office functions. Contemplated industrial activity includes manufacturing, component assembly and warehouse functions. This category occurs primarily around the airport and south along the west side of Highway 87.
- ❖ *Commerce Park:* The Commerce Park category allows development of industrial uses in enclosed structures with a limited amount of appropriate commercial use such as offices and retail operations. The Commerce Park category can serve as a buffer between industrial and residential uses.
- ❖ *Public Facilities:* The Public Facilities category designates locations for current and future public facilities, including cultural, municipal, public safety and infrastructure support uses.
- ❖ *Open Space:* The Open Space category locates existing and planned parks, open space areas and recreational corridors/pathway systems. This category includes the Little Colorado River corridor and the Clear Creek area.



B. LAND USE GOALS, OBJECTIVES AND RECOMMENDATIONS

The goals, objectives and recommendations of the Winslow Land Use Element organize principles and policies that will guide City decision-making regarding the location, configuration and intensity of land uses. These goals and objectives were developed subsequent to consultations with the public, citizen groups and City staff.

Goal 1: Revitalize underutilized and high-visibility properties.

Development of an appealing visual image for the community is a high priority. Winslow's problems of substandard, abandoned buildings and a significant inventory of vacant land can be turned into a great opportunity for improvement resulting in protection of the City's rich Downtown heritage and preservation of viable buildings or reconstruction of substandard ones to prevent further deterioration and achieve an attractive, well-functioning business district and residential neighborhoods.

- a. *Objective:* Enhance the appearance of City entry gateways and the Route 66 corridor from east of the La Posada to west of Alfred Avenue.
- b. *Objective:* Establish priorities to target neighborhoods for clean-up, especially Southside and Coopertown.
- c. *Objective:* Develop high quality infill projects on vacant properties.

Goal 2: Develop and enhance balanced, growth-oriented development.

Creating a wide spectrum of housing and employment opportunities for Winslow residents and newcomers is essential for attracting desired types of growth and building upon existing assets.

- a. *Objective:* Provide incentives for residential variety as a means of creating move-up market and affordable housing opportunities.
- b. *Objective:* Expand employment opportunities, such as attracting new businesses to the Airport Industrial Park and proposed employment campus.
- c. *Objective:* Foster multi-use areas integrating a convenient, compatible mix of living, working, shopping and recreation areas.
- d. *Objective:* Expand commercial/retail to include more tourism-oriented businesses.

Goal 3: Promote community attractions and events.

The types and patterns of development are intended to promote the positive aspects of living in and visiting Winslow.



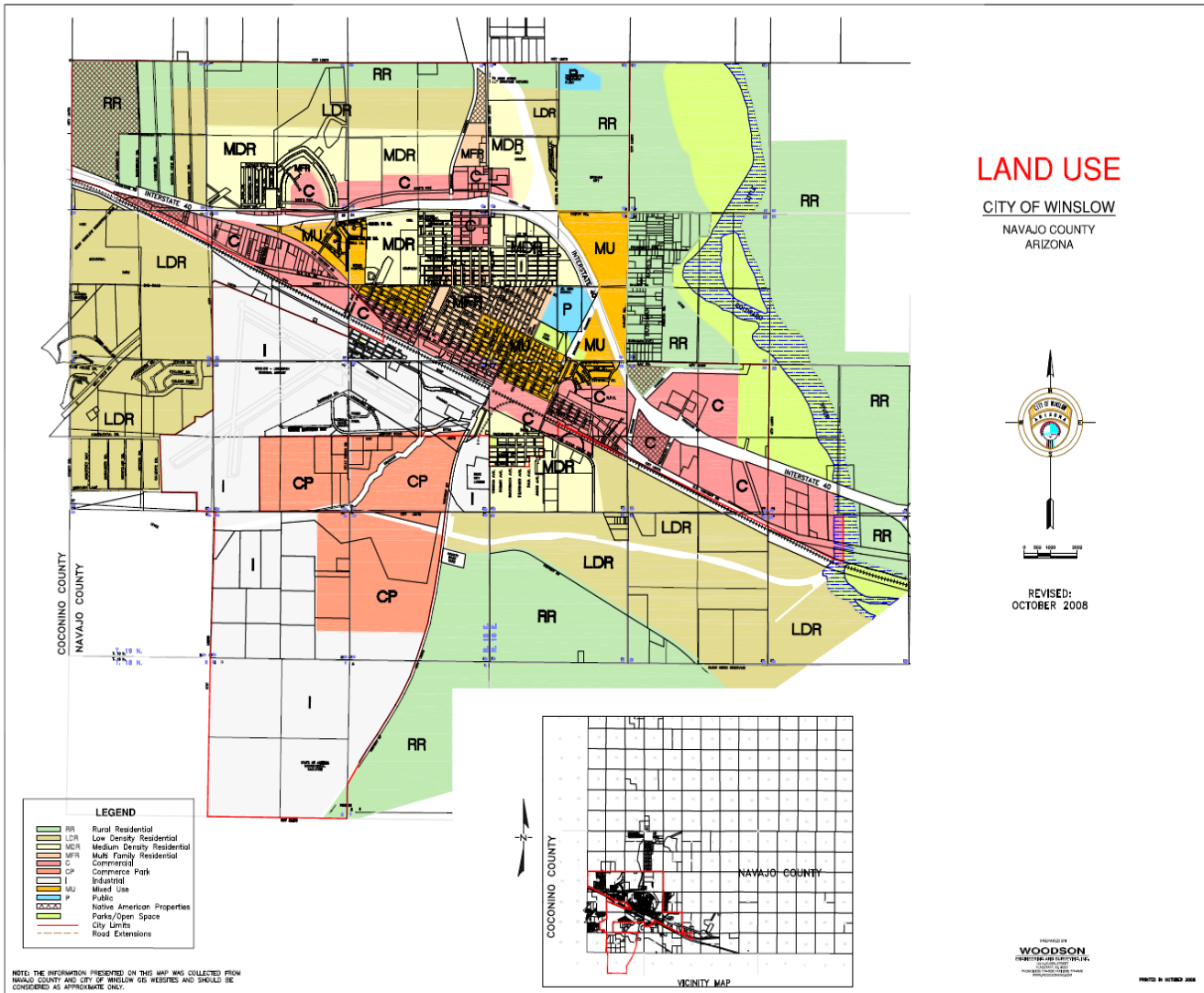
- a. *Objective:* Emphasize the heritage and traditions of the region: Hispanic and Native American cultures, cowboys, and the railroad.
- b. *Objective:* Project hospitable, friendly, pedestrian-scaled small town qualities for the attraction of tourists and the enjoyment of their Winslow visit.

LAND USE RECOMMENDATIONS

- Develop and implement gateway image themes/treatments.
- Fill holes in the urban fabric by re-use/rehabilitation of empty commercial structures and construction of appropriate, context-sensitive infill in commercial and residential areas.
- Encourage City-wide volunteer clean-up programs/efforts.
- Widen available housing and employment choices.
- Encourage mixed use areas, particularly near Downtown.
- Emphasize respect for the area's history and traditions.
- Develop attractions, events and enterprises that encourage pedestrian activity in Winslow.
- Coordinate with Navajo and Hopi Tribes in developing compatible land uses for lands in the greater planning area.



Land Use Plan



CIRCULATION ELEMENT

This Element addresses the importance of transportation in planning for Winslow's future. Accessibility and mobility improvements support many other Elements and their goals. Transportation is the heart of Winslow's heritage. The railroad made Winslow a thriving City. Route 66 literally secured the community's place in traveling legend and song. Charles Lindbergh, one of America's most famous aviators, helped to found a longstanding tradition in air transportation.

Safety is a paramount issue in transportation planning. Street and intersection design, traffic signals, signage and other system factors should principally be directed to accident reduction. Convenience considerations -- reduced trip lengths or travel times, eliminating congestion and engine idling -- also enter into municipal master street plans.

An efficient, economically sound land use plan depends heavily on efficient access. Winslow's circulation plans include a variety of trip modes in addition to vehicular trips. Pedestrian connections, bicycle transportation and public transit are particularly important for persons who do not drive, such as youth and the elderly.

A. EXISTING TRANSPORTATION SYSTEMS

In the Twenty-first Century, advantages of road, rail and flight are still in place. Serving commerce and traveler convenience, they also contribute to Winslow's strong sense of history -- the nostalgia of cross-country treks to new places and future opportunities. As in numerous Arizona communities, most Winslow residents' trips are by car. Street patterns in the City core, south of Interstate 40, follow a modified grid, with the primary north-south circulation spine angling from North Park into Berry. One-way pairs in the Downtown area move east-west traffic efficiently.

In addition to surface streets, the City is served by three interchanges with Interstate 40 that provide easy on-and-off movements for auto travelers and truckers driving between



Flagstaff and Albuquerque. Other transportation facilities include aviation, railroad and transit.

Surface Street Transportation

Route 66 access through Downtown continues as a high priority because of its contribution to visitors' enjoyment of the City as well as its traffic-carrying capacity. Since the mid-90s, Winslow has aggressively invested in street improvements, paving an average of more than six miles of streets annually. In order to improve circulation and driver convenience, turn back connections for the Second Street/Third Street one-way couplet are to be located at Hipkoe Drive on the west side and Transcon Lane on the east side of Downtown.

The City's regional transportation assets, Interstate 40 and the railroad, create restrictions to internal circulation. With limited street crossings, traffic tends to congest at the North Park interchange and south of Second Street, at the south end of Williamson at the underpass. Improvements to North Park Drive, north of Interstate 40, will include new westbound on and off ramps on the east side of North Park at the Mike's Pike alignment and a new configuration for North Road made necessary by the ramp additions.

Continuations of collector streets, such as extending Mike's Pike westerly, to reduce congestion in the North Park/I-40 area, connect northern residential areas, open additional properties for commercial development and/or provide connections to future annexation areas, are likely increments to the Winslow street system. The City plans a realignment of Central Street, bypassing Coopertown, to provide a more direct alternate route to Interstate 40. The Arizona Department of Transportation (ADOT) is also planning improvements to Interstate 40 interchanges serving the City as well as a realignment of Highway 87 to avoid conflicts with Downtown Winslow traffic. A connection between collector roadways Maple Street and Transcon Lane is planned, on the north side of I-40, with its configuration to be coordinated with the finalized alignment of the Highway 87 Downtown bypass.



Principal highways, major (arterial) and collector streets are listed as follows:

Highways serving Winslow and its region range from Interstate 40 to Historic Route 66. They typically provide higher travel speeds, with more limited access, than arterial or collector roadways:

- Interstate 40
- Highway 87
- Route 66

Arterials are major corridors for City traffic with a higher number of trips and greater traffic-carrying capacity than collectors.

- Route 66 (Second Street)
- Third Street
- North Park Drive
- Berry Avenue

Collector streets are roadways which function to gather neighborhood traffic and direct it to arterial streets or to a destination along a collector.

- Mike's Pike
- Desmond Street
- Hillview Street
- Fleming Street
- Williamson Avenue
- Colorado Avenue
- Maple Street
- Well Field Road
- Central Street
- Washington Street
- Transcon Lane
- Hipkoe Drive



Railroad Service

As northern Arizona's hub for rail transportation, AMTRAK passenger service is available from the Winslow depot located adjacent to the historic La Posada Hotel (constructed in 1930), last of the great Fred Harvey lodgings. It is regarded as essential to the City's economic well-being that this service be maintained.

Freight operations, with potential attraction for breakpoint warehousing, from the Winslow yard offer coast-to-coast connections. Rail travel's importance to the City's development is being memorialized in plans for First Street Park and other trackside venues in the Downtown vicinity.

Aviation Facilities

Municipal airport facilities have been in operation since the early days of aviation in the American West. Until the mid-1950s and the placement of trans-continental jet aircraft into service, Winslow was a regular stop on coast-to-coast flights.

General aviation emplanements are served by full Fixed Base Operations (FBO) facilities. The U. S. Forest Service bases its slurry bombers, used in combating forest fires, at the Winslow Airport. Native Air Emergency Services provides hospital transport from the Winslow Airport.

Transit

Limited van pool services are provided by the City for senior citizens. Private cab service (K.B. Cab) is available to Winslow residents.

Intercity buses stop in the City on a regularly-scheduled basis to take on and discharge passengers traveling between points on Interstate 40.



B. CIRCULATION GOALS, OBJECTIVES AND RECOMMENDATIONS

Transportation planning focuses on enhanced accessibility throughout the City. The Circulation Element assists in achieving other community goals such as economic development and growth areas.

The Master Streets Plan may be coordinated with improvements intended to encourage people to get out of their cars and enjoy the community. Constraints and opportunities related to the railroad and airport facilities are also addressed.

Coordination among numerous agencies and jurisdictions -- the Federal Highway Administration, ADOT, the County Highway Department and the City's affected departments from public safety to public works -- is the best way to ensure wise use of the limited funds that are available for transportation improvements.

Goal 1: Improve safety and convenience for vehicular circulation.

Vehicular flow, with elimination of conflicts and bottlenecks, is the principal aim of an effective street transportation system.

- a. *Objective:* Add internal street system connections with attention to traffic calming and pedestrian safety.
- b. *Objective:* Consider techniques, such as signage or design themes, for directing visitor traffic to points of interest and parking facilities to introduce walking experience.
- c. *Objective:* Assure all neighborhoods adequate accessibility, similar levels of safety and convenience.

Goal 2: Maximize benefits of existing transportation modes to capitalize on locational advantage.

City planning takes advantage of its location of major interstate transportation routes.

- a. *Objective:* Provide convenient access for Interstate motorists and truckers with directions for tourists to community businesses and attractions.
- b. *Objective:* Highlight and enhance amenities for pedestrians' enjoyment of the community.
- c. *Objective:* Utilize rail, Route 66 and aviation assets in creative ways -- from museum displays and tours to business transport.



CIRCULATION RECOMMENDATIONS

Suggested actions to enhance circulation and transportation in Winslow must be budgeted according to available funding resources. Private developer/landowner participation is expected to improve streets, sidewalks, pathways and other facilities on their sites and connecting into the existing circulation network. State and County roads are taken care of by those entities but the majority of Winslow's streets are maintained by municipal government from the State-allocated Highway User Revenue Fund (HURF), the City's General Fund or its CIP budget.

Implementation recommendations include:

- Evaluate and install, as appropriate, traffic-calming devices and techniques in residential neighborhoods.
- Cooperate with ADOT to attain maximum efficiency of Interstate 40 and State highway connections.
- Continue Airport restoration for general aviation purposes and to take advantage of its historic attraction.
- Consider ways and means for expanding transit services, particularly for those in need of medical care and the elderly.
- Plan, design and install a City-wide system of multi-purpose paths.
- Improve availability of public parking spaces, especially Downtown.
- Designate needed future roadways on the Master Streets Plan as notice of required dedications, installation by private developers.



OPEN SPACE ELEMENT

A distinguishing feature of Winslow is the area's wide open spaces with long distance views to natural features. The openness of the northeastern Arizona high desert contributes to Winslow's healthful climate. The Open Space Element of the Winslow General Plan is a plan component required by State Statute as a result of Arizona's Growing Smarter legislation. The Element is intended to form the basis for planning open space preservation and utilization as a part of the recreational resource inventory which includes the City park system.

The unique urban and regional character of Winslow is inextricably linked to the area's natural environment. Recreational opportunities abound in the City's parks and in Winslow's surrounding natural areas that evidence a close connection to the region's American West and Native American traditions. Hiking, rock-climbing, riparian and wildlife-oriented attractions are present within a short distance of the City.

A. EXISTING OPEN SPACE CONDITIONS

Winslow's natural setting is its treasure. The wide open spaces and unlimited visibility define Winslow for many people. In the City and surrounding areas, residents and visitors have access to a full complement of municipal parks and recreation opportunities, abundant natural attractions and outdoor activities.

Parks and Recreation

Winslow has six urban parks and a major regional facility, McHood Park, located approximately four miles south of the City's current eastern limits.

The City of Winslow has approximately 26 acres of improved in-town parks ranging in size from about 15 acres to less than 1/2 acre and providing varied recreational facilities and activities. This results in a ratio of 2.7 acres per 1,000 population -- less than half generally accepted national standard of 6 acres per 1,000. However, with additional lands (about 23 acres) reserved for future park development, facilities maintained by



local schools and McHood Park proximity and size, local residents enjoy an excellent variety of opportunities for recreation:

- ❖ *Winslow City Park* (15 acres) contains an indoor and an outdoor swimming pool, a playground and picnic area, ball fields and tennis, racquetball, basketball and volleyball courts.
- ❖ *Multipurpose Field* (7.25 acres) consists of ballfields (convertible to a soccer field) and a playground.
- ❖ *Sacred Heart Park* (2.14 acres) contains athletic courts, a softball field, a picnic area and playground.
- ❖ *Lee Street Park* (2 acres) contains playground equipment.
- ❖ *Father Seramur Park* (.5 acre) contains a picnic area, playground and a basketball court.
- ❖ *Triangle Park* (.4 acre) contains a basketball court and playground.
- ❖ *McHood Park* (regional, approximately 327 acres) is associated with Clear Creek and contains a picnic area, campground and boat ramps. The addition of McHood Park's acres to the municipal total increases the ratio of parks (all types) to nearly 40 acres per 1,000 population.

Natural Features

Natural topographical features, located within the proposed planning area boundaries, that contribute to Winslow's attraction include: Tucker Mesa and Flat, Little Painted Desert, Homolovi, Rock Art Ranch, Jack's Canyon, the Toltec Divide, the Rincon Basin, Ives Mesa, Clear Creek and Reservoir and the Chevelon Creek Wildlife Area.



State Lands

The widely dispersed, checkerboard pattern of State land ownership in the Winslow area is a manmade constraint on development which has the beneficial effect of preserving large areas of open space. These areas, many of which are leased for grazing livestock, act as a "holding zone", allowing for collaboration among Winslow, and the Arizona State Land Department and the Hopi Tribe regarding sensitive use of open lands. (See: Land Use Element)

Other Open Space Resources

The course of the Little Colorado River provides a major open space opportunity.

"Standin' on the Corner" Park is a pocket park Downtown along the old Route 66 alignment on the northwest corner of Second Street and Kinsley Avenue memorializing the Winslow reference in the Eagle's "Take it Easy" song.

The First Street Park, planned for Downtown, is a linear park connecting two historic buildings (Hubbell Trading Post and La Posada Hotel); bounded by First Street on the north, the railroad tracks on the south, Williamson Avenue (87) on the east and Hicks on the west. The park will contain a large lawn for festivals, a paved corner plaza, an historic railroad display, intensive tree planting for shade as well as pedestrian connections to Downtown and the railroad bridge.

B. OPEN SPACE GOALS, OBJECTIVES AND RECOMMENDATIONS

Winslow's open space goals and objectives express a community desire for the preservation and enhancement of recreational opportunities, open space zones and corridors. The Element recommendations respond to goals and objectives by suggesting actions to realize the stated intent.



Goal 1: Promote utilization of existing parks and the area's unique recreational opportunities.

Winslow's range of parks and recreational opportunities can be enhanced by providing physical links between City sites. Integration of parks' facilities into the fabric of new development and redeveloped areas can increase utilization and support by the population.

- a. *Objective:* Provide pathway links to parks, schools and recreation sites; plan for extension of pathway system to natural attractions in planning area.
- b. *Objective:* Locate new development to take advantage of existing park resources and build demand for facility improvements.
- c. *Objective:* Develop new programs at City parks to meet recreational/fitness needs of Winslow residents.

Goal 2: Encourage the creation of small outdoor "mini-spaces" to facilitate social interaction, enjoyment of outdoor spaces and views.

The creation of small urban plazas and park spaces should be incorporated in all parts of the City, particularly Downtown, to encourage social interaction, pedestrian activity and a chance for contemplation and rest.

- a. *Objective:* Incorporate small public spaces (e.g., plazas, linear parks) in Downtown revitalization plans as a means of facilitating conversation, reflection and private development.
- b. *Objective:* Link small Downtown plazas and parks to other City "mini-spaces" through pathway system connections.
- c. *Objective:* Provide community gathering spaces in new residential developments for social activity, enjoyment of views; link these spaces to urban pathway network.

Goal 3: Develop a network of paths/trails attractive to pedestrians, bicyclists and equestrians.

The development of a pathway/trails network that connects City public spaces to Downtown as well as connecting to regional attractions and recreational opportunities in the planning area will improve the Winslow quality of life and can attract quality development.

- a. *Objective:* Connect the City pathway network to regional historic/natural attractions and recreational opportunities for the benefit of Winslow residents and visitors.



- b. *Objective:* Integrate linear path connections with public "mini-spaces" in all areas of the City.

OPEN SPACE RECOMMENDATIONS

- Improve utilization of existing parks and recreation facilities and provide demand for improvements by locating new development in close proximity.
- Increase range of programs at City parks for citizen enjoyment and health benefit.
- Develop small plazas and parks in City locations, particularly Downtown, for neighborhood integration and social interaction.
- Provide community outdoor social spaces in new residential development.
- Protect open space view corridors.
- Develop a pathway/trails network for pedestrian, bicyclist and equestrian use that serve all areas of the City, links public "mini-spaces" and extends to regional recreational opportunities.



GROWTH AREAS ELEMENT

The available inventory of accessible, developable land in the City and its planning area increases feasibility for growth. Certain locations are identified as having greatest potential for different types of development: housing, commercial, mixed-use.

The Element is key to Winslow's Growing Smarter planning because it seeks to show where the most cost-beneficial changes may occur in relation to existing infrastructure and residential neighborhoods. As growth continues, additional Growth Areas may be designated from time-to-time as refinements to this Element.

A. GROWTH AREA DESIGNATIONS

Participants at the General Plan's Preferred Growth Alternatives Workshop reviewed several conceptual scenarios for future Growth Area development and annexation strategy. Factors influencing their choice of five growth potential locations included: need for quality housing, economic development enhancements, places for mixed-use activity, and efficient utilization of Winslow's existing assets and resources.

Downtown Vision

Continuing efforts to revitalize the City's traditional core is regarded as a high priority among local businesspeople and residents. Tourism attraction will focus on shopping, services, food and entertainment establishments and lodging facilities. Revitalization of traditional Small Town America in the Downtown helps the entire City.

Infill housing, including both affordable and upscale rental units, has a definite appeal Downtown. Assembly of parcels for townhouses, patio homes and condominiums can increase the core area population base. New, custom single-family homes on vacant or underutilized properties would also add to the area's activity, support Downtown restaurants and merchants, allowing new residents to walk to work, shopping or recreation opportunities.



Northside Housing/Commerce

Upscale residential construction is recognized as one of Winslow's greatest needs. Designated tracts where new, quality housing can be produced with economies of scale is this Growth Area's potential. The new neighborhood of fine homes would have convenient access to the Interstate and to nearby workplaces.

Extension of commercial frontages along Mike's Pike and North Park create a multi-purpose business role: community shopping, traveler services, professional and general administrative offices. The combination of employment, housing opportunity and recreational amenities, Northside represents an "urban village" model as a place to live, work and play.

Airport Commerce Park

Winslow's aviation facilities offer site options for light manufacturing and assembly of products that are distributed by air freight, research/development firms operating their own aircraft, parcel transfer operations and air transport support services. Existing, stable tenants such as the U.S. Forest Service; Native Air Emergency Services, full FBO services and recent upgrades to the restaurant and other amenities make Winslow Lindbergh Airport an ideal choice for targeted, aviation-related businesses.

Portions of this Growth Area that are currently outside the City limits could be planned for future development phases. Working with property owners and prospective industrial users, municipal staff could encourage annexation with extension of available wet utilities.

A Commerce Park masterplanning approach combines the advantages of mixing uses with flexibility in subparcel size, siting arrangements, building configuration and design. Industrial and manufacturing uses that conform with Commerce Park performance standards can blend with offices, aircraft maintenance, freight forwarding warehouses and support commercial ranging from food establishments and car rental to office copying and self-storage. Designated sub-areas can supply future expansion space for the



various types of businesses while segregating uses with different access/traffic generation characteristics.

Southeast Neighborhoods

East of the Airport, across State Route 87, a housing-driven Growth Area is envisioned. An array of residential types, including homes for active retirees, could cater to different shelter needs and income levels. Starter homes (produced in sufficient numbers as to represent real homebuying value) might be integrated with condominiums, townhouses, high-end rental apartments and residence inns that are marketed to executives, technical staff and employees relocating to Winslow for jobs at the air park or elsewhere.

Planned amenity features in this area not only increase new neighborhoods' appeal, but parks and trails, entry gateways and selective landscaping will enhance the livability of existing southside neighborhoods. Participation by shelter advocacy organizations who would infuse new construction into older, adjacent areas establish revitalization as well as growth as a neighborhood theme.

Employment Campus

This Growth Area affords ample undeveloped land to accommodate a full employment campus. Multiple industrial office buildings -- or a single-user -- could provide for long-term job excursion on these spacious grounds. Employers may wish to coordinate with Northland Pioneer College or other educational institution to establish job training facilities on site.

The adjacent open space, with planned trail connections, adds prospects for employee recreational amenity, buffering from other uses and separation from I-40 traffic noise. Access improvements would be required to open the area for workers' commuting. Public-private joint venturing may likely be appropriate to finance infrastructure extension around Native American lands to the employment campus.



B. GROWTH AREAS GOALS, OBJECTIVES AND RECOMMENDATIONS

This Element emphasizes where growth should be accommodated. Available infrastructure combined with development patterns afford guidance in growth area locations.

Private investment timing establishes the priority for Growth Areas. The City, however, may elect to provide incentives for expediting target area development.

The five designated sectors (See: Land Use Map) respond to the following citizen-articulated goals and objectives as well as earmarking potential employment sites that promote a balance of housing and jobs. Growth Area goals are:

Goal 1: Develop Downtown as an historic district reflecting Southwestern heritage.

- a. *Objective:* Preserve and enhance area's history, tradition and heritage.
- b. *Objective:* Attract visitors with unique shops and restaurants.
- c. *Objective:* Increase City sales tax base.

Goal 2: Increase local shopping opportunities.

- a. *Objective:* Lessen the need and/or desirability of long distance trips for purchases.
- b. *Objective:* Locate neighborhood retail convenient to existing developments.
- c. *Objective:* Plan for integration of shopping with new planned neighborhoods.

Goal 3: Improve facilities for senior and youth.

- a. *Objective:* Increase options for senior living such as "continuum of care" facilities.
- b. *Objective:* Develop community center services and programs for senior and youth.
- c. *Objective:* Improve provision of medical services locally.



Goal 4: Identify locations for potential masterplanned communities with the possible incorporation of mixed uses.

- a. *Objective:* Locate masterplanned neighborhoods in proximity to existing infrastructure.
- b. *Objective:* Incorporate mixed uses in masterplanned neighborhoods for residents' convenience.

Goal 5: Position Winslow as a City of quality housing that is attractive to active retirees.

- a. *Objective:* Emphasize provision of services, including health care, and retail shopping that is convenient to housing, accessible by foot or cart on pathway system.
- b. *Objective:* Encourage construction of housing in price ranges affordable to retirees with different financial resources.

GROWTH AREAS RECOMMENDATIONS

The General Plan distinguishes specific portions of the planning area for special growth accommodation consideration. Development can certainly occur in all neighborhoods, but targeted locations are particularly encouraged:

- Emphasize housing construction in multiple Growth Area locations across the City that addresses specific demands such as retirement houses and the "move up" market.
- Promote circulation upgrades, Downtown, to encourage increased tourism and shopping.
- Adopt codes to facilitate growth implementation by enabling infill development, affordable housing solutions, retirement housing and other masterplanned solutions.
- Plan capital improvements into Growth Area masterplans, such as designating multi-generational facilities or pathway connections as public amenities to attract development.
- Recognize the importance of improved health care in attracting businesses and active retirees into the City.
- Prioritize the five Growth Areas for expected positive revenue returns from municipal investment.
- Include job development sites to balance community growth as well as to raise household incomes.
- Masterplan new developments at a sufficient scale to ensure cost savings and probable positive revenues.
- Allow flexibility for adjustments to land use and intensity; however, enforce development timing commitments where municipal funds have been expended in reliance of Growth Area construction.



ENVIRONMENTAL PLANNING ELEMENT

Winslow is located on the high plateau (at an approximate elevation of 4,850 feet) in Arizona's Little Colorado River Basin. The Little Colorado runs north of the City and along its eastern boundary, providing a natural riparian environmental resource. Flood control measures have mitigated the area's principal environmental problem. Other aspects of the local environment contribute positively to the City's prime attributes of healthful, outdoor enjoyment.

Residents appreciate the peaceful character of their community in a spacious setting. There are no Big City impacts of congestion, glare or smoke -- and generations of local families have come to regard the ubiquitous sounds of railroad trains as comforting rather than "noise pollution".

A. EXISTING ENVIRONMENTAL CONDITIONS

The local climate is moderately temperate (January daily average: 45.6°F, high; 19.6°F, low; July daily average: 93.8°F, high; 62.9°F, low). Residents boast at having the best weather in Arizona. There is relatively little snowfall -- usually less than a foot over the entire winter. Annual average rainfall is 7.33 inches.

Air

Ambient air quality is excellent. Fresh, clean air constitutes a healthful plus for residents and visitors, alike. Scouring breezes typically clear the area from any industrial- or transportation-related pollutant discharges. The City's attention to street paving results in little local incidence of air-borne dust, particulate matter.

Water

The Little Colorado River watershed constitutes Winslow's water source. Although the region is arid, there is substantial flow in the River, itself; and, particularly, in the subterranean aquifer. Substantial quantities of high quality, potable water are produced from municipal wells. (See: Water Resources Element).



The City controls additional resources from Clear Creek. As noted in Water Resources, plans are underway to transport water from the source for municipal use.

Soils

The Winslow planning area is typified by two predominant soils groups: the Tours-Navajo-Trail and the Moenkopi associations. Southwest portions of the planning area exhibit potentially severe constraints to construction, including bedrock depth, shrink-swell and possible subsidence problems. Limitations north of Interstate 40 raise generally lesser concerns: some flooding and shrink-swell tendencies in east side soils, near the Little Colorado; subsidence potential for much of the area west of North Park.

Topography

Terrain is generally flat, sloping gently from south to north, toward the Little Colorado River. Drainage follows natural contours to the Little Colorado and to the Ruby Wash basin. Ruby Wash is channelized, and levies are in place on the east side detaining flood water in the River and Wash, respectively, to protect the City from flooding.

Natural Resources

Vegetation is relatively sparse, including such varieties as piñon, juniper and mesquite. Wildlife species include coyote and antelope. Riparian areas, such as Clear Creek south of town, are regarded as prime sites for bird-watching, particularly during migratory seasons.

B. ENVIRONMENTAL PLANNING GOALS, OBJECTIVES AND RECOMMENDATIONS

Maintaining quality living environment provides the base of small town appeal. Appreciation of natural surroundings distinguishes this community from congested urban areas. Protecting natural resource areas becomes a priority in this Element, as well as Open Space.



Remediation from flood-prone status, taming an environmental threat, has opened additional sectors of the planning area for selective development. Stewardship of air, water and land resources are seen as municipal responsibilities in sustaining community progress.

Goal 1: Preserve air quality.

Clean air is regarded as a significant, positive attribute for living in Winslow.

- a. *Objective:* Prevent degradation of the air from industrial emissions or excessive dust.
- b. *Objective:* Discourage open burning.

Goal 2: Maintain habitats and native vegetation.

Attention to natural resources is seen as a community-wide enhancement.

- a. *Objective:* Develop interconnected linear open spaces -- ranging from "track side" to outlying areas -- with shade and native plant materials (i.e., xeriscape) for wildlife habitat and human enjoyment.
- b. *Objective:* Enhance bird watching opportunities such as along the Little Colorado, near the treatment plant.

ENVIRONMENTAL PLANNING RECOMMENDATIONS

Activities that may be undertaken by individuals, groups and local government to foster environmental excellence include:

- Connect natural areas and gathering places with multi-purpose pathway systems, helping to encourage non-automotive transportation.
- Utilize flood protection areas for recreational opportunity and habitat preservation.
- Develop cooperative relationships with the Hopi Tribe to further mutual interests in preserving sensitive lands.
- Provide accessibility to natural areas for visitors' and residents' enjoyment of water, wildlife and scenic assets.
- Promote efficient use of water resources through education programs, construction standards and recycling.
- Develop design and buffering techniques, where appropriate, to mitigate light and/or noise intrusions.
- Update and enforce development code provisions to assist in maintaining air quality.
- Foster energy-efficient building methods and the use of alternative energy sources.
- Adopt a civic environmental award program for recognizing outstanding contributions to Winslow's environment.



COST OF DEVELOPMENT ELEMENT

The primary mission of the Cost of Development Element of the Winslow General Plan is to determine whether accommodating proposed growth will be fiscally responsible. Costs incurred in meeting the City's infrastructure needs are evaluated in terms of the revenue -- or other civic value -- that new developments produce. The Element is also concerned with the maintenance, improvement and expansion of municipal systems necessary to realize General Plan goals and objectives. Observations pertaining to incorporated Winslow can, also, be applied to potential annexations in the Planning Area.

The Element guides decision-making based on cost-benefit analyses. The Cost of Development Element sets baseline policy criteria to be used by Winslow in the consideration, planning and implementation of programs to make infrastructure and public facility upgrades, additions and extensions affordable. Equitable apportionment of development costs between the public and private sectors is also within the Element's purview. Winslow takes pride in being developer-friendly with municipal staff helping to expedite construction projects.

A. EXISTING CONDITIONS

Winslow's physical features do not pose development constraints that require extraordinary costs for the development of infrastructure. However, local availability of professional and construction workforce is limited for many types of public works projects. Likewise, necessary materials may need to be transported long distances.

The rate of development in Winslow will be a factor in calculating the magnitude of expenditure required for desired public facility improvements. For the last decade, Winslow's rate of growth has been relatively slow. Even with a somewhat faster growth rate, the City will incur significant costs to maintain existing infrastructure or add new facilities because projects will generally tend to be small, with little or no savings through economy of scale.



For instance, the City's water supply has been deemed adequate for a population of between 25,000 and 30,000 persons. The system facilities (six uncased wells, three storage tanks, serving two water pressure zones) are relatively expensive to operate when costs are shared by about a third of the potential customer base.

The City's Lower Zone for water service has experienced problems with inadequate pressures for firefighting. A major water tank rehabilitation project is also being addressed.

The sewage collection system is aging and experiences problems due to the flat topography with insufficient grade for proper drainage and flow velocity. A new wastewater treatment plant with a capacity of 2.5 million gallons per day was opened in 1997. Extensive spot repairs of collection system were completed in 1997.

The Winslow roadway network is in fairly good condition with more than 45 miles of the system repaved in the last ten years. Additional enhancements could include drought-resistant landscaping and correction of major drainage problems that still remain in the oldest parts of the City.

Fiscal Resources

The variety of methods the City uses to help pay for growth includes: special assessments, improvement districts and user fees. The City also uses sales taxes and special taxes (BBB) for capital investment. General obligation bonds and revenue bonds offer means for funding larger projects.

Development impact fees are assessed in some municipalities to reach a balance between development exactions and public expenditures to meet service demands from new and intensified development activity. In light of Winslow's desire for growth and economic development, the City must make certain that any impact fees do not impose undue burdens or restrictions on new development in Winslow.



B. COST OF DEVELOPMENT GOALS, OBJECTIVES AND RECOMMENDATIONS

The goals, objectives and recommendations contained in the Cost of Development Element are based upon the proposition that the various private and public sector interests in Winslow that create means for additional public services should bear the costs for improvement, addition and extension of public facilities and infrastructure components equitably. This "fair share" contribution is calculated according to the proportionate benefit, direct or indirect, accruing to property owners from the addition of facility and infrastructure service capacity.

A new project may have an impact on adjacent developed areas necessitating an addition to facility or infrastructure capacity. This required added increment must be taken into account when calculating the required contribution from private development interests.

Goal 1: Implement measures to control costs incurred by the City resulting from new development.

Winslow should strive to recoup costs arising as a result of new development. Future development should maximize efficiency in the deployment of resources for new infrastructure and public facilities.

- a. *Objective:* Require private development to cover the costs of new infrastructure necessitated by development.
- b. *Objective:* Emphasize efficiency in infrastructure/facility construction and delivery of service.

Goal 2: Recognize City investment in infrastructure.

Winslow is known for its stewardship of public resources and the planning and implementation of quality infrastructure. The City has made significant expenditures in infrastructure component upgrades and required replacements.

- a. *Objective:* Encourage the siting of new development to utilize, where possible, existing infrastructure, its location and capacity.
- b. *Objective:* Require that new public facilities and infrastructure build on existing system quality.



Goal 3: Develop systems that foster the creative selection/combination of financing mechanisms.

The identification and utilization of a variety of options and programs for the public financing of facility and infrastructure improvements/additions is an important method for maximizing Winslow's leverage in the acquisition and management of civic assets.

- a. *Objective:* Identify and apply for grants from County, State and Federal sources.
- b. *Objective:* Cooperate with private development interests and foundations/endowments in creation and implementation of incentives for provision of public facilities and infrastructure serving all of Winslow.
- c. *Objective:* Develop alternate means of private sector participation in meeting municipal infrastructure and facility costs (e.g., Public Improvement District, Community Facilities District).

COST OF DEVELOPMENT RECOMMENDATIONS

- Institute an equitable impact fee schedule calculated to recoup public expenditures necessitated by private development.
- Strive for efficiency and economy in facility/infrastructure operations, maintenance and additions.
- Encourage siting of development near existing infrastructure components.
- Allowing appropriate flexibility in standards for creativity in solutions, require that new facilities and infrastructure build on existing system quality.
- Identify and access governmental (County, State, Federal) grants for infrastructure improvements.
- Utilize financing districts as an added tool for cost recapture from the private sector.
- Create public/private partnerships for the development of public assets serving the entire City.



WATER RESOURCES ELEMENT

Winslow is well-positioned to deliver an assured supply of water that will sustain a growing population. Water rights acquired from the Clear Creek source and the Little Colorado River aquifer are expected to more than meet demands for expanded municipal delivery.

A. EXISTING CONDITIONS

Water for the City of Winslow is drawn from City wells in the municipal well field located southwest of the City. The water supply has been deemed adequate for a population of between 25,000 and 30,000 persons. The six uncased wells can provide 6,000 acre-feet of water per year. Pumping capacity of the wells are as follows:

WELL PUMPING CAPACITY	
Well 1	0.878
Well 2	0.900
Well 3	0.274
Well 4	0.583
Well 5	0.965
Well 6	0.742
TOTAL	4.342

The water supply is stored in three tanks, giving Winslow a total storage capacity of four million gallons. Twin Tanks has two tanks with a capacity of 1.5 million gallons each; additionally North Tank can store one million gallons. An additional tank has been approved for construction. This improvement will facilitate other tanks being removed from service, temporarily, for repairs; and, ultimately, will increase the City's overall storage capacity to accommodate future growth.



Winslow also has booster stations:

- Kell Booster (used to fill the North Tank capacity) has two pumps rated at 500 gallons per minute (gpm) each
- BVD Booster (used to supply water to Kachina Gardens and surrounding areas) has two 25HP pumps rated at 400 gpm each with a 2,000 gallon hydro-pneumatic surge tank.
- Prison Booster (used to supply water to Arizona State Correctional Facility) has two each 15HP pumps rated at 260 gpm each.

The City also has a 150,000 gallon tank next to the Hopi Industrial Park (BVD site) for fire protection at that site. Chlorinators and generators are provided by the City at all the booster sites and a booster chlorinator at Sunset and Oak Road.

The City is divided into two water pressure zones: the Upper Zone, covering the northwest part of Winslow and the Lower Zone, covering the remainder of the City. The Lower Zone has experienced problems with inadequate pressures for firefighting. More than ten miles of water line has been replaced and upsized.

The City has a summer water conservation plan in place. This program has successfully reduced peak season water consumption.

B. WATER RESOURCES GOALS, OBJECTIVES AND RECOMMENDATIONS

The City has exercised foresight in acquiring an assured quality water supply. This Element fully supports other General Plan components such as Land Use, Growth Areas and Open Space.

Goal 1: Protect and preserve existing water assets.

Municipal investment obtaining capacity for future use has provided a secure water resource.

- a. *Objective:* Continue long-range planning, development and stewardship of municipal water resources.



- b. *Objective:* Extend water treatment and delivery capacity in conjunction with future growth plans.
- c. *Objective:* Recycle treated effluent in environmentally-sensitive ways.

Goal 2: Enhance water features for recreation and leisure enjoyment.

Available water expanses offer multi-use opportunities as well as assured supply of potable water.

- a. *Objective:* Develop "unexpected oases in the desert": Clear Creek and Chevelon.
- b. *Objective:* Create outdoor opportunities in the Little Colorado River area.

WATER RESOURCES RECOMMENDATIONS

Controlling a sustained water supply is a key measure of Winslow's preparedness planning. Citizens have suggested a number of recommended actions.

- Maintain adequate water/wastewater treatment as well as water storage capacity.
- Recycle treated effluent to conserve water.
- Enhance water recreation opportunities.



IMPLEMENTATION PROGRAM

The State of Arizona, in 1998 and 2000, passed statutory revisions known as "Growing Smarter" and "Growing Smarter Plus". The Winslow General Plan Implementation Program is intended to meet the requirements of State law and to guide progressive change called for in citizens' vision for their community. Public preferences have been translated into goals, objectives; then Action Recommendations for each of the Plan Elements. Now these statements of principle need to be carried out in practice. In this section of the General Plan, strategic approaches indicate methodical application of local resources and capabilities to meet the City's growth expectations.

The Implementation Program consists of four interrelated components. They are: General Plan Amendment procedures; a phased action program that outlines step-by-step achievements to accomplish the stated Goals; a Plan monitoring process for measuring performance; and land use decision keys to assist in evaluating proposed development projects and assure their consistency with General Plan principles.

A. GENERAL PLAN AMENDMENT

In addition to other directions for municipal planning, the 1998-2000 State legislation specified that General Plans should not be too easy to change. Major Amendments, defined as any change that causes "substantial alteration of the municipality's land use mixture or balance as established in the municipality's existing general plan land use element", may only be considered once each year.

Criteria for Determining Major or Minor Amendment

Distinctions between Major and Minor General Plan Amendments are made on the basis of the statutory directive, as applied to the City of Winslow's development aspirations.

- Defining Major Amendment to the General Plan. A Major Amendment to the Winslow General Plan is required when any proposed development or new regulation would result in a change of such significance as to impact substantial portions of the entire City and/or its Planning Area. The criteria for determining whether or not a prospective development



that differs from the adopted General Plan text and/or map to such extent as to require a Major Amendment are based on the land area and intensity of use (e.g., dwelling density), as well as its relationship with surrounding land uses and its impact upon public infrastructure. Criteria for determining a Major Amendment to the Winslow General Plan include:

- A change in the Land Use Plan designation on 40 or more acres inside the City's municipal boundaries; or on 80 or more acres elsewhere in the Municipal Planning Area as a recommendation to the County; or
- An increase or decrease in density of dwelling units of 50 percent or more, measured in units per acre; or
- An increase or decrease of 10 acres or more for commercial or industrial (e.g., industrial, office, retail, resort) types of uses; or
- An increase or decrease of 10 acres or more for open space uses; or
- Any change to uses specified in an approved, mixed-use masterplan that affects an area of not less than 10 acres and/or that changes the number of dwelling units by 25% or more.

Exception: An Amendment to the Land Use Plan initiated by the property owner that results in a decrease in land use intensity will not be considered to be a major amendment.

- Defining Minor Amendment to the General Plan. Minor Amendments to the General Plan are: minor text changes; map adjustments that neither impact the Land Use Plan's balance nor meet/exceed the acreage or density measures set forth in the definition of Major Amendments.

Basis for Consideration

The staff, Planning and Zoning Commission and the City Council, in evaluating any General Plan amendment request, should consider the following factors:

- Will the proposed amendment contribute positively to the General Plan's goals?
- Does the adopted General Plan land use map indicate available, alternative areas for the uses proposed in the amendment?



- Will the proposed amendment benefit the entire community or merely a particular landowner or interest group?
- Are there changes in City policy or physical conditions that justify the proposed amendment?
- Will there be negative impacts on the community as a whole as a result of:
 - Significantly altering land use patterns?
 - Requiring unanticipated public infrastructure improvements?
 - Generating increased levels of traffic on area roadways or other demands on municipal systems?
 - Incompatibilities between adjacent land uses as a result of non-compatibility?
- Is the requested revision consistent with the General Plan?

The burden is on the applicant to show how a proposed amendment complies with the goals and intent of the General Plan.

B. PHASED ACTIONS

The Winslow General Plan planning vision statement calls for maintaining community character as well as improvements in the City and its surrounding area for future generations; over a period of twenty years or more. Keeping in mind, however, that State statutes require the General Plan to be updated at least every ten years, the Phased Actions portion of the implementation strategy focuses on the next decade, specifying commitments that may be completed between 2003 and 2013. If reasonable implementation success is achieved during this timeframe, Winslow will be well on the way toward fulfilling this General Plan before the next comprehensive revision sets the community's sights even higher.

Stages are coordinated for start-up through Short-Term actions anticipated for the years 2003-2005; achieving major objectives under each Element during Mid-Term, 2006-2008; and expanded, Longer-Term activities from 2009 through 2013 to meet or exceed many, if not all, of the Plan's Goals. The program is meant to be flexible. Actions may be added, redefined or deleted as circumstances require. For instance, in the event that growth occurs more rapidly than



is projected, gains in economic development could cause Mid- or Longer-Term steps to be expedited.

Each Phase is described in narrative and tabular format. Charts identify specific implementation projects with the Element to which they respond. The required activity is noted, as well as the group or groups primarily responsible for its initiation.

Short-Term Action Steps

General Plan implementation effectiveness will rely heavily upon first step preparations of a strong, directed foundation for accomplishing defined planning objectives and, ultimately, achieving the Goals that Winslow citizens have set. Most activities are intended to set the stage for development quality in future projects; however, they also can provide useful guidance to plans in progress. Landowners/developers with projects already underway will benefit from their voluntary compliance with evolving improvement criteria so that their properties can compete, in terms of appearance and functional efficiency, with future development.

Commitments for many of these initial actions are already being formulated. The years 2003-2005 should provide clear evidence of General Plan progress. All steps that continue to be relevant should be fully in practice by 2005. General Plan monitoring, including the yearly Amendment process, will allow for adjustments in schedules, ordinance provisions and administrative procedures that enable the City to take on larger, more aggressive improvement plans during the Mid- and Longer-Term implementation phases.

SHORT-TERM ACTIONS

Element	Project	Required Activity	Responsibility
<i>Land Use</i>	Code Revisions	Update development regulations to match the General Plan	Planning, Consultants
<i>Land Use</i>	Expand Employment Opportunities	Promote commerce park development	Planning, property owners
<i>Land Use</i>	Downtown Image	Select demonstration properties	Property Owners
<i>Circulation</i>	Downtown Access	Promote tourism connections to Downtown Growth Area	ADOT, Public Works, Railroad
<i>Cost of Development</i>	Initiate CIP	Solicit public participation in establishing Capital Improvement Program	Finance, Public Works, Planning
<i>Growth Areas</i>	Downtown Historic District	Circulation enhancements	Public Works, Grants



<i>Growth Areas</i>	Housing Variety	Designate infill/affordable incentive areas	Planning
<i>Open Space</i>	First Street Park	Install improvements	Planning, Parks & Rec, Grants
<i>Open Space</i>	Plan trail system	Identify key connections	Outdoor orgs., Parks & Rec.
<i>Open Space</i>	Master Parks Plan	Assess future demand, types, locations	Parks & Rec., Planning
<i>Environmental Planning</i>	Habitat Designation	Identify prime bird-watching venues	Planning
<i>Water Resources</i>	Storage Expansion	Construct, renovate tanks	CIP, Public Works
<i>Water Resources</i>	Plan Water Features	Concepts for Clear Creek, Chevelon	Parks & Rec.
<i>Water Resources</i>	Conservation education	Publicize through "City Breeze"	Public workshop

Mid-Term Action Steps

Implementation priorities in the mid-term (three to five years) focus on creative approaches for installing planned improvements. Economic development and employment opportunities gain momentum as direct outgrowths of short-term infrastructure investment. Citizen and outdoor organization participation in environmental enhancements, such as trail system linkages, begins. Other programs, such as CIP updating, continue on their established cycles.

The scale of these projects will depend on available financial resources. Revenues generated by successful economic development may enable the City to expedite capital investment, begin to subsidize incentive programs and undertake more aggressive open space/recreation improvements.

A Town Hall forum may be held as the Mid-Term commences in early 2006 to determine whether adjustments are needed in the Action Steps priority. Essential programs, such as completion of planned infrastructure extensions, particularly if short-term annexation is extensive, should be of highest priority. Other enhancements dealing with environment, open space preservation and outdoor enjoyment should move forward, also, even if funding resources are limited.



MID-TERM ACTIONS

Element	Project	Required Activity	Responsibility
<i>Land Use</i>	Entry Gateways	Expand on impact and access improvements	Planning, Chamber of Commerce, Grants
<i>Land Use</i>	Attract non-traditional economic development	Promote tourism, cross-community specialization with other regional municipalities	Economic Development, Chamber of Commerce
<i>Land Use</i>	Affordable/Infill Incentive Housing	Provide economies of scale, trade-offs, utilize vacant lots	Planning, masterplanned neighborhood developers, homebuilders
<i>Circulation</i>	Frontage Road	Design and construction	ADOT, Public Works, Planning, landowners
<i>Growth Areas</i>	Airport Industrial Park	Construct incubator space to attract tenants	Public/private joint venture
<i>Growth Areas</i>	Retirement communities	Promote masterplanned areas	Private developers
<i>Growth Areas</i>	Multi-generational facilities	Plan, design recreation/meeting space	Parks & Rec.
<i>Open Space</i>	Trails system	Install improvements	Outdoor organizations, City CIP
<i>Environmental Planning</i>	Tourist amenities	Improve trackside, bird-watching venues	Planning, civic organizations
<i>Water Resources</i>	Access Clear Creek resources	Plan, construct delivery system	Public Works, Developers

Longer Term Action Steps

Major projects begun during the short- or mid-term Action Plan phases will take on new directions six to ten years after General Plan adoption. Emphasis would be on project completion so that the next General Plan Update, required by State statutes at least every ten years, can begin on a solid foundation of infrastructure and preserved open space: streets and water/wastewater improvements in place; open lands acquisition; Downtown infill; and quality of life enhancements.

Although a full General Plan revision may not be needed, the annual Plan Amendment process during 2009 or 2010, would focus on considering "mid-course" evaluations of each Plan Element. Findings may be added to the document as appendices or, as may be preferred, new or



revised Elements (e.g., Economic Development, Housing) could be adopted formally each year so that the General Plan will be effectively revised in stages by 2013.

Additional Action Steps, derived from changes of conditions (such as an accelerated growth rate), should be considered for expanding Winslow's 2009-2013 planning priorities. The City's water resource foresight, for example, could lead to further annexations and, possibly, larger-scaled, masterplanned neighborhoods.

LONGER TERM ACTIONS

Element	Project	Required Activity	Responsibility
<i>Land Use</i>	Masterplanned neighborhood development	Encourage land use balance, economic self-sufficiency	Private development, Planning, Public Works
<i>Circulation</i>	Expand aviation, rail service	Enhance passenger and freight capacity	Interjurisdictional coordination, Grants
<i>Environmental</i>	Habitat Preserve	Acquire and establish Clear Creek habitat preserve	Landowners, conservation groups
<i>Water Resources</i>	Complete Clear Creek delivery	Connect and expand treatment facilities	Public Works

C. PLAN MONITORING

Maintaining General Plan momentum is a vital function for the entire community. Leadership should use the Plan as a regular, primary, decision-making tool. City staff apply the document's principles on a day-to-day basis, keeping track of shortcomings to be remedied. Residents and property owners and developers should be able to rely on the Plan. Together, all these stakeholders should get involved in the monitoring responsibility: oversight, evaluation and following Plan directions and adjusting its principles as it becomes necessary.

Plan Oversight

The Planning and Zoning Commission, as the City's appointed advisors on planning matters, is responsible for broad General Plan supervision. City staff, however, are in the best position to provide regular General Plan upkeep services. Basic information about planning and



development activity, especially changes in each of the Element's status, is a fundamental tool in Plan maintenance. Good reporting helps keep the document current.

Some practical ways for keeping the General Plan on track include the following:

Map Revisions

Periodic revisions to the Land Use Plan map should be made. Staff should record approved Major or Minor General Plan Amendments; annexation areas; overlay or target areas; and infrastructure extensions as well as additions or alterations to the open space/pathways system.

Preferably, maps would be updated on an annual basis, soon after the General Plan Amendment hearings. An on-going series of regular graphic refinements provides a valuable "time lapse" tool for observing the progress and transition (e.g., land use, growth areas, transportation) of implementation activities.

Text Revisions

Amendments to the narrative portions of the City's planning documents, also, should be inserted regularly into users' copies of the General Plan. It is not necessary to republish the document frequently. "Change pages", marked as current updates, may be prepared to replace older versions of sections that have been officially revised.

The City Clerk is charged with recording changes authorized by General Plan Amendments. Text revisions, as well as legal descriptions of properties involved in map amendments, should be conveyed for accurate insertion in regularly-updated Plan documents.

Record Keeping

Quarterly reports on Planning and Zoning Commission, Board of Adjustment and other advisory bodies' activities are helpful in reflecting the City's development trends. Data on construction activities (e.g., permit valuations, housing starts, commercial square footage) help to measure the extent of community growth.



Plan Progress Assessment

The Planning and Zoning Commission (with staff support outlined, above, under Plan Oversight) serves as the repository for General Plan evaluations of success and/or shortfalls. Throughout the year, progress reviews may be conducted as discussion or decision items on the Commission's regular meeting agendas.

A typical annual schedule of assessment checkpoints, which may be adjusted at the Commission's pleasure, is illustrated below. Explanations for each review function are offered in the following sections.

ASSESSMENT	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
Annual Report	X											
Performance Measures						X						X
General Plan Amendment										X		
Changed Conditions								X				
Quarterly Review			X			X			X			X

Performance Measurement

Overall attention to General Plan Goals can be rated for each Plan Element by Commissioners on a simple 1 to 10 scale; 1 being the lowest rating "no attention, seriously deficient"; 10 being "well ahead of schedule". A cumulative average of 6 or better may be regarded as a satisfactory rating, although a target of 8 represents preferred superior Element performance.

Each Action Step on the current Phase chart (e.g., Short-, Mid-, Longer-Term) should also be evaluated. A maximum of 5 points may be awarded for any item. 0 = no attention; 1 = limited progress; 2 = preliminary or draft work transmitted; 3 = partial completion, preliminary results achieved; 4 = completed, ready for implementation; 5 = completed, implementation underway. Looking at the Short-Term Phase, for instance, the fourteen listed items could achieve a maximum of 70 points. In the first year, 2003, a score of 40, averaging about three "partial completion", might be acceptable. By the second year, the total should be above 50. In the second and third years, points may be awarded for beginning accomplishments in the next Phase. That is, if progress has been



made toward Mid-Term items, such as beginning to install the open space trails system, it may rate additional points. Therefore, when Short-Term ratings are completed in 2005, Winslow could have achieved a success rating of 75 or more, ready to embark on the next Phase.

Members of the public, other Boards or Commissions and City Council may also be provided an opportunity to fill out performance score cards as input to the Planning and Zoning Commission's assessments.

Changes of Conditions

Unforeseen circumstances, such as a major development proposal or a severe economic downturn, should be entered into the progress measurement equation. Critical needs -- infrastructure extensions or repairs, responses to flooding or other natural occurrences -- would require reallocation of planning and funding priorities.

When "brushfire" requirements alter the City's use of resources toward General Plan implementation, the diversion of effort should be noted in ratings and reports of progress. Flexibility is a key concept in Plan implementation. When opportunities present themselves, the City will be prepared to take advantage of them. Mid-year briefing reports from staff or citizen groups could indicate possibilities for natural resource preservation, tourism attraction or economic development that might be enhanced by additional, special implementation initiatives. With City Council approval, any such prospect may merit a reevaluation of planning efforts to benefit from previously unforeseen options.

Annual Report

Early in each calendar year, the Planning and Zoning Commission is expected to issue a concise report on General Plan progress. This General Plan progress report, after presentation to and approval by the City Council, will be made available to the public.

A record of recent accomplishments, including development activity and major municipal improvements, should be summarized. An overview of Action Recommendation



progress, together with a statement of activities anticipated for the upcoming year, would be included. The report may also provide information on building permits, code enforcement and disposition of applications to boards, commissions and Council. Data regarding acreages and/or dwelling units rezoned or developed over the past year, according to use type, would be particularly relevant. If desired, a Land Use Absorption section could be included to maintain an on-going tabulation of existing developed acreages and available inventory in residential, commercial and industrial use designations.

As part of the on-going public participation program, the City will distribute the Annual Report to statutory reviewing agencies, jurisdictions, civic organizations, stakeholders and other interested persons or entities.

D. LAND USE DECISION KEYS

General Plan implementation is an incremental process that includes all plans and improvements to property in the City. Each property, when it is built upon, redeveloped, or revitalized, can make a positive contribution to achieving the City's stated planning goals. By observing simple principles in new construction projects, property owners will be assured that their homes or businesses meet community standards -- and that other land uses in the neighborhood are, likewise, being encouraged to maintain higher levels of quality.

Criteria for considering applications seeking various types of development may be applied as guides to decision-making by the City Council, its advisory boards and commissions (especially the Planning and Zoning Commission), and City staff. These guidelines may be incorporated, as appropriate, into municipal codes or may be added to or refined in practice without requiring formal General Plan Amendment.

Residential Keys

Desirable objectives for upgrading the City's housing stock include attention to quality, affordability and variety. Guidelines may be adapted in economically-feasible ways, to apply to infill projects.



- *Street access* -- should be provided to an appropriately-surfaced dedicated public roadway or accepted private street for each dwelling unit, with paved areas for parking and maneuvering. Developments containing forty or more dwellings ought to provide a minimum of two points of emergency ingress-egress.
- *Pedestrian connections* -- should include sidewalks in higher density neighborhoods; however, for planned residential areas, multi-purpose pathways are preferred, improved to acceptable standards and designed to link with the community pathway system for pedestrian connection to schools, shopping or other activities.
- *Useable open space* -- subdivisions or complexes planned for forty or more dwellings should consider allocating recreational space (which may include pathway linkages) in proportions similar to those required in planned residential developments.
- *Appearance themes* -- are especially important to the desired "move up" market where residential designs should reflect variety in house plans and elevations with ample use of native landscaping to emulate a "custom housing" image.

Commercial Keys

Retail, service and office establishments are highly visible. They also attract traffic. Appearance and safety considerations may be combined with creative site planning. Many Downtown revitalization projects, even in an established built environment, can adapt to some of these themes:

- *Gateway properties* -- reflect on Winslow's image and should contribute to appearance themes through landscaping, signage and architectural character.
- *Street access* -- provides direct ingress/egress from a public arterial or collector roadway. Properties five acres or greater in area should have two or more access driveways. Shared access points may be appropriate Downtown.
- *Parking and maneuvering* -- retail, food service and other hospitality industry uses, especially, should design streetside setbacks, to separate entry points from parking areas. Required handicapped facilities and fire lane designation are essential.
- *Pedestrian connections* -- are encouraged to link with community path or sidewalk systems. Centers including multiple or larger establishments should design walkways between stores/designated pedestrian ways in parking lots to separate customers on foot from vehicular traffic. Downtown and trackside pedestrian conveniences are high priority.
- *Screening and landscaping* -- low-water use landscape materials may be planted at the upper edges of drainage swales for appearance purposes, with more dense vegetation or block walls along rear and side property lines that abut residential areas to screen portions of the property containing outdoor storage, loading or parking areas.



- *Signage* -- in compliance with code provisions, business signs may be placed near entry driveways in landscaped setback areas. Monument signs, four feet or less in height, are preferred.

Industrial/Employment Keys

Industrial and heavy commercial sites should be designed to accommodate current business purposes and employee convenience; but, also, to facilitate possible future expansion. Different appearance criteria depends on location: highway frontage, Airport Industrial Park and, especially, adjacent to residential zoning.

- *Site planning* -- expected on projects of five acres or more, with general siting concepts for future construction phases.
- *Street access* -- may be by a privately-maintained roadway or driveway directly served by public arterial or collector street frontage. Special paving considerations may be required for operations involving heavy vehicles.
- *Parking and maneuvering* -- dustproofing and surfacing should be provided as appropriate to the industrial use and its surrounding area; designated parking, loading, storage and maneuvering areas should meet all zoning requirements with additional improvements if necessary for the number and types of vehicles required by the proposed use and its employees.
- *Employee amenities* -- protecting health and safety of workers are regarded as necessary; facilities for work breaks or after-shift recreation are desirable, particularly in conjunction with City or civic organization joint-use possibilities.

Public or Institutional Use Keys

City projects should lead by example. Municipal uses, parks/recreation areas, schools, churches, government agency or civic organization properties may be exempt from some code requirements; however, they should attempt to follow Decision Keys.

- *Site planning* -- to present an orderly, attractive appearance; architectural and landscaping excellence are encouraged.
- *Street access* -- should be appropriate to the function and scale of the public or quasi-public use. High traffic generators should be expected to observe commercial location standards.
- *Parking and maneuvering* -- areas may be designed to facilitate periods of peak use at the facility, including the designation of temporary vehicular use areas and/or joint use with nearby properties for special events.



- *Community amenities* -- should be considered, particularly pathway connections. Useable open spaces should be scaled to the property: playground or tot lot, picnic ramadas, court games.

Mixed-Use Development Keys

Plans for larger developments that include non-residential uses should observe the keys for each type of use -- as well as taking the opportunity to design features that further enhance safety, marketability, convenience and distinctive appearance.

- *Street access* -- entry monumentation is recommended for development identification and for each separate residential neighborhood. A sign theme package is desirable. Portions of the development containing 50 or more dwelling units ought to add a third point of principal access, with additional ingress/egress for each additional 100 units.
- *Pedestrian connections* -- should include linkages to the pathway system especially from the development's residential areas to its open space, shopping, employment components and to nearby schools or churches.
- *Useable open space* -- preferably exceeds planned development standards, with added area to serve recreation and leisure needs from employment, shopping and institutional uses. There should be a centrally-located, joint-use park (or pathway access leading to the park) within 600 feet of each home or business.
- *Streetscape themes* -- may be used to identify individual neighborhoods and non-residential areas with varied landscaping, lighting or street furniture.

